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ABSTRACT

Schools are functioning in an era of rapid change and increasing mobility. In an effort to mobilize the organizational structure to meet the standards being dictated by society, the school district reorganized the administrative structure to emphasize decentralized decision-making for direct educational functions. The hypothesis was made that teachers would perceive a change in bureaucratic structure, organizational processes, and school effectiveness. A single classification of variance procedure across the pretest and posttest scores for the 19 dependent variables revealed limited support for the hypothesis. (Author)

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CHANGING THE ORGANIZATIONAL STRUCTURE TO AFFECT PERCEIVED BUREAUCRACY, ORGANIZATIONAL PROCESSES, LOYALTY, JOB SATISFACTION, AND EFFECTIVENESS

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CHANGING THE ORGANIZATIONAL STRUCTURE TO AFFECT PERCEIVED BUREAUCRACY, ORGANIZATIONAL PROCESSES, LOYALTY, JOB SATISFACTION, AND EFFECTIVENESS

David A. Stewart and Cecil Miskel

Schools and school districts exist so that students can learn. To this end, schools are organized to allocate the elements of time, space, people, and materials within certain limits of geography. These organizations are functioning in an era of shifting population, a changing knowledge base, a world becoming a neighborhood, and a growing concern for the rights and welfare of individuals. This instability places an added burden on the traditional school system because, if it is to remain effective, several adjustments may be necessary. More specifically, many existing structural arrangements do not adequately meet the current demands for effectiveness, efficiency, and adaptability.

Several attempts are being made in the field to adjust the structure of school districts to meet the standards being dictated by society. One method currently being touted is decentralization. Cawelti (1974) examined the effectiveness of decentralized decision making in a national survey. Contrary to his expectations, only a limited shift of decision making authority to the school administrative echelon was evident. Patterson and Hansen (1975) did find a significant shift in decision making from the central office to the individual buildings, but made no attempt to measure the effectiveness of this change in organizational structure.

Other studies in the school setting are similarly limited and few in number. Consequently, the lack of research information and practical applications of the decentralization concept forms

the need for the investigation reported in this paper. The purpose, therefore, was to monitor the impacts of a decentralization program on teacher perceptions of the bureaucratic structure, organizational processes, and indicators of school effectiveness.

Theoretical Framework

Independent Variable: A Change in the Administrative Structure

Definition and Discussion Decentralization refers to a reorganization of the existing organizational structure so that management decisions made by building principals are encouraged and supported by those directly responsible for these actions and ensuing results. Each person in the organization is to make the necessary administrative decisions to solve the existing problem as near as possible to the setting of the problem.

Many writers have advanced the motion that organizations with a less bureaucratic structure are more effectively able to cope with employee relationships. A classic and widely cited study is Worthy's (1950), dealing with human relations in industry. He suggested, and many writers have agreed, that flatter, less complex structures, with maximum administrative decentralization, tend to create a potential for improved attitudes, more effective supervision, and greater individual responsibility and initiative among employees. Carpenter (1971) supported Worthy's views. His findings indicate that teachers in schools with fewer levels in the hierarchy of authority are more satisfied than those in taller organizations.

Somewhat contrary to Worthy's assertions, Blau and Meyer (1971) hold that centralized decision-making is characteristic of squat hierarchies, whereas decentralization of responsibilities tends to dominate in tall structures with multiple hierarchical levels. Centralization of decision making in a central office tends to occur as the number of major subdivisions -- divisions, departments, areas, units -- in organization increases. That is, horizontal differentiation promotes centralization (Blau and Meyer, 1971). On the other hand, vertical differentiation or more levels advances decentralization.

In summary, decentralization of decision making refers to reorganizing the district's structure so that decisions are made by those directly responsible for action. According to Blau and Meyer, this fosters less horizontal differentiation and more vertical differentiation.

The specific change in organizational structure. The school district contracted with an industrial consulting firm to audit its administrative configurations and practices. The purpose of the review was to identify potential opportunities for improving the management structure and activities. One outcome designated by the district was to be a plan to decentralize the authority and responsibility for direct educational (instructional) functions and to centralize supportive functions (business, evaluation).

Figure 1 represents the district's organizational chart before the audit and after the district reorganized to meet the firm's recommendations. The school district designated the change

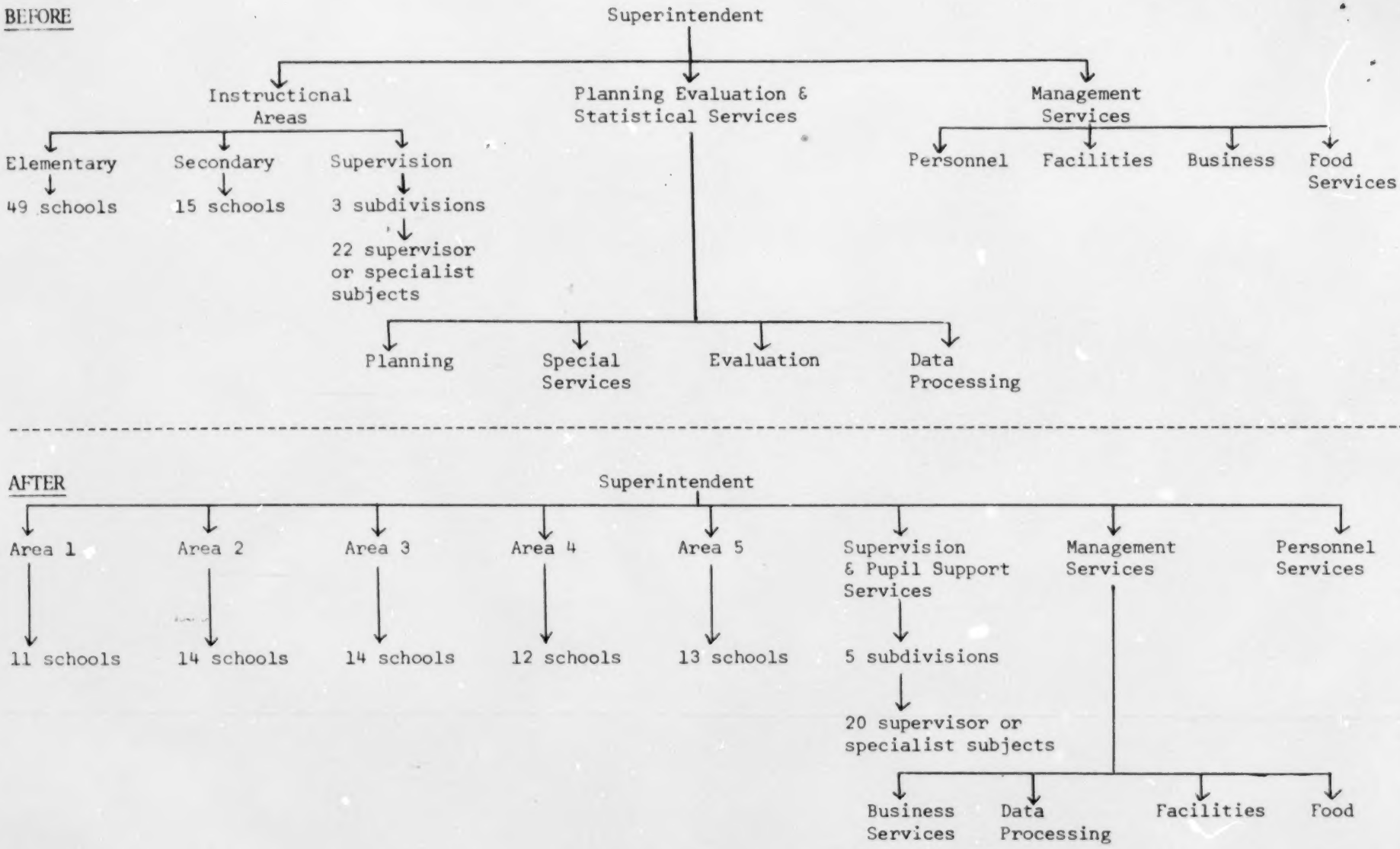

FIGURE 1. Administrative Structures Before and After Reorganization

as a decentralization of the decision making process. Based on Blau and Meyer's contentions, however, the change appears to have been a centralization of the educational functions with little change in the supportive functions. For instance, the first level below the superintendent changed from three to eight divisions, and, one level lower, the supervision section expanded from three to five subdivisions. Clearly, horizontal differentiation occurred. In addition, one level of hierarchy was removed for the instructional functions. The hierarchical distance from superintendent to directors changed from two to one level. No doubt exists that a meaningful reorganization occurred. The school district chose to designate it decentralization. But evidence of centralization is apparent.

Dependent Variables: Bureaucratic Structure, Organizational Processes (Three) Indicators of Effectiveness

Bureaucratic structure is defined as the formal characteristics of enduring patterns of operation in a school. Bureaucracy is designed to be relatively independent of particular individuals; that is, it refers to the relationships among different roles that have been created to achieve educational goals. Hage's (1965) axiomatic theory of organizations provides several useful concepts for investigating a school's structure. Centralization, formalization, complexity, and stratification are four properties that represent means to accomplish organizational goals. The

Structural Properties Questionnaire was developed to measure these characteristics (Bishop and George, 1973 and Murphy, Bishop and George, 1975).

Organizational Processes, in contrast to bureaucracy, refers to the more informal, interpersonal characteristics and processes that result as individuals interact in an organization. The conceptualization used to guide this study was developed by Likert (1961, 1967, 1972). This formulation incorporates concepts such as leadership behaviors, motivational forces, and interaction-influence patterns to map these processes on a continuum from exploitive-authoritative to participative.

If a school falls on the exploitive-authoritative end of the continuum, the interpersonal relationships are characterized by little trust, confidence or supportive behavior. Hostility pervades the school. At the opposite pole, the participative system is described as having a close, warm and friendly atmosphere in which supportive leaders and highly motivated employees share the responsibility for high performance. The intermediate portions of the continuum -- benevolent-authoritative and consultive -- tend to resemble the extremes from which they deviate. The benevolent-authoritative part has most of the trappings of the exploitive-authoritative system, only to a lesser degree. A school described as consultive is well along the way toward developing the characteristics of the participative system. Likert and Likert (1972) used this theoretical model to develop an instrument called the Profile of a School (POS).

Job satisfaction was defined by Hoppock (1935) as any combination of psychological, physiological, and environmental circumstances that cause a person to say, "I am satisfied with my job". This definition has been widely held since Hoppock's original work. More specifically, satisfaction is a result of the teachers' job experiences in relation to their own values and needs. For this study, job satisfaction is the affective orientations of teachers toward their present work roles.

Loyalty, as defined by Blau and Scott (1962), seems to be accepted as a generally understood term. They simply note that superiors who command loyalty are "liked", "accepted", and "respected". This affect-oriented definition is expanded by Murray and Corenblum (1966) who include a cognitive definition of a superior, "holding a set of beliefs that embody an unquestioning faith and trust in a person as the leader", and a behavioral definition, "willingness to remain or follow one's superior". In education, Hoy and Williams (1971) found that detached principals had more loyal teachers than emotional principals and that hierarchical independence combined with emotional detachment produced an interactive effect on teacher loyalty to principals. They concluded that subordinate loyalty may be a necessary condition for leadership effectiveness.

Perceived organizational effectiveness is the subjective evaluation that a school can mobilize its center of power for action (Mott, 1972). Effective organizations are able to produce more quantity with better quality, to show flexibility, and to

exhibit adaptability to a greater extent than less effective organizations. Mott formulated the Index of Organizational Effectiveness (IOE) to measure these three dimensions across a wide variety of organizational types. Using his conceptualization and measure in a variety of settings, Mott found that perceived effectiveness was greater in organizations with multiple elites who were functionally and normatively integrated. Moreover, this finding supports the statement that interpersonal processes are more important than the organizational configurations or structures to perceived effectiveness.

Rationale and Hypotheses

The patterns of educational organization (bureaucracy) exist not only to achieve the purposes of the school, but to objectively define incumbent roles. By placing the decision making authority close to problem origin and by establishing accountability in one superordinate, more decisions can be made in a shorter span of time, that is, more efficiently. Moreover, an increased responsibility will be given to the building principal. This increased responsibility for the welfare of the school will enable the principal to operate more effectively in matters pertaining to building organization. Therefore, the teachers in each school, who will be directly affected by the increased decision making responsibilities of the principal, will be able to perceive this change in the bureaucratic structure of the school system.

The state of variables constituting the organizational processes is influenced by the behavior, policies, and leadership style of the administrator (Litwin and Stringer, 1968). Decentralized decision making will free the principal from the constraints of the central office. With increased autonomy and responsibility, the principal should be able to more completely control the necessary variables to mold a school's climate to more effectively meet the needs of the teachers, students, and principal.

Hoy and Williams (1971) found hierarchical independence to be one element necessary to produce an effect on teacher loyalty to the principal. They also posit that subordinate loyalty may be a necessary condition for leadership effectiveness. The change in organizational structure toward decentralized decision making will provide the independence from a variety of hierarchical sources which in turn may change subordinate loyalty. In the same manner, we would expect the freedom to operate and make decisions to increase principal effectiveness which will open the door for increased teacher loyalty. In either event, the teachers should exhibit a change in loyalty as a result of the change in organizational structure.

To be satisfied in a job, a person must be willing to continue as a teacher because personal needs and expectations are being fulfilled. The closer the teacher perceives working conditions to being ideal, the more satisfied a teacher is with the job (Miskel and Gerhardt, 1974). Moreover, a principal

who is no longer hampered by bureaucratic constraints arising from system wide controls would be able to identify and solve the concerns of the teachers that exist in the individual building, subsequently leading to a shift in the level of job satisfaction.

Mott (1972) states that effective organizations are able to take action to produce more and higher quality output than ineffective organizations. In addition, they are flexible enough to adapt to unstable situations as well as environmental and internal problems. Each building within a school system has its own environment, its own goals, and its own internal needs. A decision making process that allows the principal to actively proceed on whatever course deemed necessary and appropriate at that given time should, therefore, lead to a more effective organization. Further, the teachers within that school who are directly involved in achieving the organizational goals will be aware of this change in organizational effectivness that has occurred.

Based on the preceding observations, when an organizational change occurs allowing decisions to be made as near as possible to the setting of the problem, it seems reasonable to expect that the teachers, who are most closely associated with the decision maker in each individual building, will perceive the varied effects of this change. Therefore, the following hypotheses were formulated to guide the empirical phase of this study. As a result of the district reorganization, the building teachers will perceive a significant change in the:

(H-1) Bureaucracy level as measured by the structural properties questionnaire.

(H-2) Organizational climate as measured by the profile of a school questionnaire.

(H-3) Perceived organizational effectiveness as measured by the index of effectiveness.

(H-4) Subordinate loyalty as measured by the loyalty questionnaire.

(H-5) Overall job satisfaction as measured by the job satisfaction index.

Methods

Instrumentation: Dependent Variables

Bureaucratic Structure. The Structural Properties Questionnaire (SPQ), Form 4 was used to measure the schools' bureaucracy as perceived by teachers. The SPQ was developed by Bishop and George (1973) and refined by Murphy, Bishop, and George (1975). Its conceptual basis is the means properties of Hage's (1965) axiomatic theory. The 45 items grouped into 12 factors essentially ask the respondents to describe their school using the constructs of (a) centralization with four factors, (b) formalization with five factors, and (c) complexity with three factors. A description of the major constructs and their related subscales follow.

Degree of centralization or hierarchy of authority refers to the power distribution within the school. It is the locus of authority to make decisions affecting the organization and describes the degree of involvement exercised by members in decision-making. Each of the primary components of centralization -- participation in decision-making and hierarchy of authority --

is represented by two of the following four factors:

(a) Participation in Decision-Making for Classroom Policy,

(b) Participation in Decision-Making for General Curriculum Policy,

(c) Hierarchy of Authority Locus for Administrators, and

(d) Hierarchy of Authority Locus for Teachers.

The degree of formalization of standardization describes how rules are used in the school and refers to the extent of work standardization and the amount of deviation that is permitted from the standards. The following five factors operationalize the major components of this construct: (a) Job Codification, (b) Role Specificity, (c) Standardization, (d) Rule Observation, and (e) Professional Latitude.

The degree of complexity or specialization involves the number of areas of expertise, the length of training required for each area, and level of required professional activity. Three factors constitute the indicators of school complexity: (a) Number of Occupational Specialties, (b) Professional Activities, and (c) Professional Training.

The teachers responded to each item with a four category response scale. The category descriptors for 41 of the items were rarely, sometimes, often, and very frequently. In the other instances, four levels of the hierarchy served as descriptors. The categories were assigned values from one to four. The factor score coefficients reported by Murphy, Bishop and George (1975) then were emplcyed with each item response to calculate weighted Z scores. The 45 item Z scores were then summed to yield 12 factor scores for each respondent. Individual factor

scores within an analysis unit were averaged to produce a school score. The higher the score, the greater the organizational structure.

The validity of the SPQ is supported by several studies summarized by Bishop and George (1973). These researchers also reported alpha coefficients as estimates of reliability ranging from .54 to .84 with most being around .80. The new scoring procedure precluded the calculation of reliability estimates with the present sample, but the early indicators support the reliability of the SPQ.

Organizational Processes. The Profile of a School (POS), Form 3 for teachers, was employed to measure the less formal interpersonal behavior and other processes in the school. The POS, for the most part, asks the respondents to describe the actual human that occurs in the school rather than personal attitudes of the respondents.

This instrument is the result of Rensis and Jane Likerts' efforts to adopt two industrial measures, Survey of Organizations questionnaire by Taylor and Bowers and the Profile of Organizational Characteristics, to the educational setting (Siepert and Likert, 1973). As mentioned earlier, the theoretical foundation for the POS is Likert's management systems framework which places schools on a continuum from punitive-authoritarian to group-interactive.

The teacher form of the POS contains 65 descriptive statements. Each is followed by an eight category response scale. An example

set of category descriptors ranges from very little to very great. The categories are assigned values from one to eight with the higher numbers indicating a more participative climate.

Typically, the responses are processed by Rensis Likert Associates and a Data Printout is provided. While this method has positive characteristics for survey feedback, problems for research arise because the 65 items are combined to form 40 indicators in about 10 subgroupings that correlate to Likert's overall theory. The multiplicity and diffuse nature of the scales in addition to their lack of internal consistency lessen the utility of the POS for research purposes.

Therefore, the data were processed for the present investigation by factor analyzing the 542 responses from this and a related study into a fewer number of subscales. Principal-components and oblique R-factor analysis procedures were used to determine its fundamental factor structure. The criteria for determining the number of factors were the following: scree test, discontinuity of eigenvalues (Cattell, 1968), interpretability (Rummel, 1970), Kaiser's (1960) eigenvalue of one, and the structure suggested by Likert and Likert (1972). No a priori preferences were made regarding the importance of these criteria. When a conflict among them occurred, a judgment was made as to which made the most overall sense.

The result was a four factor solution with the first three bearing a remarkable resemblance in content and structure to the industrial Survey of Organizations questionnaire described by Taylor and Bowers (1972). Factors one and two are very

similar to the supervisory and peer leadership factors of the industrial questionnaire. Factor three is similar to the organizational climate factor and focuses on motivational forces, goal setting practices, and control processes for the staff. Factor four is similar in content to three but concentrates on student relationships. A description of the four factors and the highest orthogonally loaded item follow.

1. Principal Leadership (23 items). This factor contains items that describe the principal's behavior in terms of supportiveness, work facilitation, goal emphasis, and interaction facilitation. The focus primarily is at the principal-teacher level of interaction. The item, "How often do you see your principal's behavior as friendly and supportive?" had the highest factor loading of .81.

2. Teacher Leadership (22 items). This factor is very similar to principal leadership except the center of attention is on teacher-student relationships. Basically, the teachers are describing their own behavior in terms of supportiveness, work facilitation, goal emphasis, and interaction facilitation. The highest factor loading was .75 for the item, "How much do your students feel that you are trying to help them with their problems?"

3. Staff climate (12 items). The items constituting this factor tap areas such as perceived influence of different staff levels (teachers, principals, and central office administrators), interaction among teachers, and who hold high performance goals.

The question, "At what level are decisions made about academic school matters?" had a factor loading of .67.

4. Student climate (8 items). The questions measure perceived student influence, use of student ideas, and student involvement. The highest factor loading was .68 for the item, "How much influence do you think students should have on non-academic matters?"

The item scores ranging from one to eight were summed to produce individual factor scores. The individual factors were averaged to generate the school score. The validity is well established by the developmental work reported by Taylor and Bowers (1972) and Likert and Likert (1972). The alpha coefficients as estimates of reliability for this sample are .96, .93, .87, and .83 for factors one to four respectively.

Job satisfaction. A six item instrument developed by Miskel, Glasnapp, and Hatley (1975) was used to assess the teachers' affective orientation toward the job. The measure is indirect and asks the teachers to indicate their feelings toward various job situations. The subjects respond by selecting from a five category Likert-type scale ranging from strongly disagree to strongly agree. The categories are scaled from one to five with a higher schore indicating greater job satisfaction. Finally, the instrument has high face validity and an alpha coefficient of .71 as an estimate of reliability.

Loyalty. The eight item measure developed by Hoy and Williams (1971) was used to measure teacher loyalty. They adapted the original questionnaire items of both the Blau (1966)

and the Murray and Corenblum (1966) studies. Three dimensions of subordinate loyalty are tapped: (a) behavioral or the willingness to remain or follow one's superior, (b) cognitive or holding a set of beliefs that embody a faith and trust in the leader, and (c) affective or liking, accepting, and respecting the superior. A five point Likert-type response set is provided. Construct validity has been supported and reliability has been high with alphas in the .90 range. An alpha of .91 was calculated for this study.

Perceived Organizational Effectiveness. Mott's (1972) Index of Effectiveness (IOE), adapted to the school situation, was employed to measure this construct. The original items were modified by replacing those words pertaining to an industrial situation with words indicating an educational setting. For example, "school" was substituted for "division". Steers (1975) described the IOE as normative (attempts to specify those things an organization must do to become effective) and generalizable to all organizations.

The eight item instrument asks the respondents to evaluate their school's effectiveness on production (quantity, quality, efficiency), adaptation, and flexibility. A five category response set was provided for each question which was scaled from one to five. Mott (1972) provided extensive indicators of validity and the estimated reliability for this sample was .89.

Sampling Procedures

The target population was the teachers in the 64 schools comprising a relatively large suburban district. A current

alphabetized list was compiled containing the five high, ten junior high, and 49 elementary schools. Using a table of random numbers, three high schools, six junior high schools, and nine elementary schools for a total of 18 were selected. All of the principals agreed to cooperate. The school was the unit of analysis.

Current alphabetized rosters of teachers were developed from district records. Eighteen teachers per school were selected using a table of random numbers. The sample, therefore, had 324 teachers representing 18 schools. Since the study employed a pre-test, post-test design, the same teacher sampling procedure was repeated, but within the same schools. The return was over 98% for both testing sessions.

Data Collection Procedures

The five instruments described previously were consolidated into three major questionnaires. The questionnaires were: (a) structural properties questionnaire (45 items), (b) profile of a school (65 items), and (c) the organizational criteria questionnaire (22 items) which was composed of the job satisfaction index, loyalty questionnaire, and index of effectiveness. Each of the three major questionnaires was then administered to six of the 18 subjects in each school. This combination of questionnaires and sampling procedures reduces the potential of a response set across measures.

The principals of the selected buildings were contacted to establish a data collection schedule. They were told that the

data were to be collected on two separate occasions, once in December prior to the change in organizational structure being implemented, and again in May, after sufficient time has passed to enhance the probability that the organizational change could register an effect.

Instructions for the administration of the survey were prepared and a research team was assembled and trained. The subjects in each building were assembled at one single meeting. The instructions were read to the subjects prior to administration of the measures. The questionnaires were randomly distributed and collected by a research team member.

As mentioned previously, the responses for the items contained in each factor were combined for subscale scores for each subject. The summed data for each subject on the three questionnaires containing the 19 factors were aggregated to the building level.

Data Analysis

The BMDP2V program, (Dixon, 1975), was then used to perform a single-classification analysis of variance for the pre- and post-test scores for each of the 19 dependent variables (five hypotheses) across the 18 school building units. Based on those results, three factorial analysis of variance procedures were made on a post-hoc examination of the data. The additional variables used in these analyses were school level (elementary-secondary), staff experience, and principal experience.

Results

Hypotheses Testing

The pre-test and post-test means and standard deviations for the four factors of the profile of a school (hypothesis one), twelve factors of the structural properties questionnaire (hypothesis two), and three subscales of the organizational criteria questionnaire (hypotheses three to five), constitute Table 1. In addition, the F value and the probability of significance for the 19 dependent variables also are included.

As revealed by this data, the hypotheses that as a result of the district reorganization, the teachers will perceive a change in the organizational structure and functioning of their schools received very little support. Only two factors of the SPQ were statistically significant. These two factors were Centralization - Participation in Decision Making for General Curriculum Policy ($F=3.21$, $p<.08$) and Formalization - Standardization ($F=4.02$, $p.<.05$). The hypotheses, therefore, were rejected.

Both factors indicate a change in the organizational structure toward more influence by the administration or centralization. The Participation in Decision Making subscale contains items which indicate that after the change in organizational structure the influence on decisions concerning instructional programs and curricular offerings shifted from the teachers toward the administration. The change in the Standardization subscale indicates that the teachers felt that they were more frequently allowed to teach uniformly only those subjects included in the adopted course of study and that the suggested

Table 1

Means, Standard Deviations, and Analysis of Variance Summaries for the Pre-Post Testing Groups on the 19 Dependent Variables (df = 1, 16)

Dependent Variables	PRE		POST			
	$\bar{X}$	SD	$\bar{X}$	SD	F	P
A. Organization Processes						
- Principal Leadership	140.03	19.13	137.86	17.86	.12	.73
- Teacher Leadership	136.11	12.52	135.49	10.47	.03	.87
- Staff Climate	65.06	6.64	62.05	7.32	1.67	.21
- Student Climate	36.34	3.81	36.50	4.52	.01	.91
B. Bureaucratic Structure						
Centralization						
- Participation in Decision making - classroom policy	.19	.40	.09	.53	.38	.54
- Participation in Decision making - General Curriculum Policy	.02	.37	.27	.47	3.21	.08*
- Hierarchy of Authority Locus for Administrators	-.06	.40	-.06	.49	.0	.79
- Hierarchy of Authority Locus for Teachers	-.22	.50	-.26	.45	.07	.79
Formalization						
- Job Codification	.63	.49	.49	.53	.72	.40
- Role Specificity	-.10	.65	-.22	.65	.30	.59
- Standardization	-.11	.31	.12	.37	4.02	.05**
- Rule Observation	.20	.28	.20	.33	.00	.96
- Professional Latitude	.08	.50	.06	.57	.02	.90
Complexity						
- Number of Occupational Specialties	.13	.45	-.05	.28	2.15	.15
- Professional Activities	.29	.31	.38	.30	.85	.36
- Professional Training	-.35	.52	-.17	.66	.85	.36
C. Effectiveness Indicators						
- Job	21.68	2.56	22.39	1.93	.87	.36
- Loyalty	31.19	4.08	30.54	4.92	.19	.67
- Org.	30.46	3.18	31.04	2.36	.39	.54

* significant at or beyond the 10% level.

** significant at or beyond the 5% level.

instructional sequences and unit plans had to be followed more often after the change in organizational structure than before.

Another factor, Complexity-Numbers of Occupational Specialties ($F=2.15$, p .15), tends to support the contention that the movement was toward centralization. The post-test mean was lower than the pre-test mean which suggests a decline in teachers being allowed to teach outside their major field of study or area of specialization.

Post Hoc Analyses

The post hoc examination of data consisted of three basic factorial analyses: level of school, principal's experience, and teachers' length of service each combined with time. These findings must be interpreted with caution, but some interesting and potentially important relationships are suggested. First less experienced teachers perceived that, after reorganization, they were more tightly constrained to teach only in the field of specialization. Second, less experienced principals were affected to a greater extent by the change than more experienced principals. For example, the less experienced administrator was described as increasing the supervision of teacher decision making and stressing the chain of command. Third, principals also were perceived by the teachers with less experience as being less willing to bypass rules and regulations after the reorganization.

Discussion

Was the reorganization decentralization as claimed by the district? Did the change, whether centralization or decentralization, make any difference? The nature of the design and the general lack of main effects suggest caution in responding to these

questions. Three alternative explanations appear plausible, however.

The first explanation is that the trend toward decentralization of decision making has begun to occur. The findings of this study may indicate that after the change in organizational structure, the building administrators do have the power to influence curricular and instructional programs and are applying this influence. The increased standardization of the course of studies and instructional sequences is the outgrowth of the authority of the building administrators vested in the instructional specialists. Mansfield (1973) reports that in large organizations, specialists and decentralized decision making go hand in hand.

The less experienced teachers would be the first to experience the pressure of the administrator in restricting their teaching field as the older teachers have already migrated to their areas of specialization. This is especially true with the declining enrollment situation and teacher reduction that currently exists. The less experienced teachers, having the least to lose, would also be the first to experience a reluctance on the part of the principal to bypass rules and regulations and likewise the principal possessing new degrees of authority likely would support the more experienced teacher who provides the impetus for teacher leadership of the building. The interaction effects would support the decentralized explanation in that the less experienced principals feeling the increased amount of responsiblity would increase their supervision of the teachers. Since not having had the power previously, these principals making new decisions would

often require checking with the immediate superior for approval. This interpretation supports the contention that the reorganization was decentralization.

A second explanation is that a trend toward centralization has started. The teachers and the influence they have possessed over the years was eroded by the change in the organizational structure. The central administration is now exerting more influence on decision making regarding instructional programs and curriculum. The increased standardization and decrease of the use of the approved course of studies and instructional sequences in the building units across the district is evidence that the building principals also are losing their power and authority.

The third alternative is more conservative and more tenable, given the fact that the hypotheses received little support. The length of study was four months. This may well fall within the lag time concept presented by Bowers (1975). In the flow of events through groups and down the hierarchy, instantaneousness does not occur. Similarly, the moving effects conceptualized by Lewin may explain the lack of significant main effects. This idea postulates that change includes three phases: (a) unfreezing or where an undesirable situation is recognized and is believed to be correctable, (b) moving or implementing a plan of action to remedy the problem, and (c) refreezing or a heightened confidence in the new situation. The driving force in the moving stage often encounters an equal and opposite increase and no change.

It is quite conceivable that the reorganization under study had not been given enough time to pass through the moving stage

of change when the post-test occurred. The instability, uncertainty, and tension caused by the organizational change had not been replaced by a confidence in the new organization structure. The amount of tension created by this reorganization may also have been increased due to the contract negotiations which were in progress between the teachers association and the Board of Education, often perceived by teachers as the administration.

Implications

Practice

The findings of this study reveal that the changes in organizational structure had little overall effect. However, certain segments of the population may experience a negative effect or trends opposite the overall effect. Less experienced principals were more and differently affected by the altering of the existing situation than were the more experienced teachers. Specific situations may have been significantly altered. In dealing with a change in the organizational structure, careful attention must be given to the diversified characteristics of the organization. It cannot be assumed that all components will be altered in the same manner and to the same degree.

Research

The study detected some trends toward either decentralization or centralization which might well be further substantiated by another post-test. This would allow for the time lag effect and insure that the change had progressed to the refreeze stage. The post-test also should occur during mid year to avoid the complications and confusion that exists the last three months of the school year as a result of the negotiating process.

The school district under study also was experiencing a decline in student enrollment. This situation created many policy revisions regarding class size, teacher transfer, subject areas taught, school closings, and administrator transfer. Many of these had a direct implication for the less experienced teachers. Future studies should provide a control for these possible effects.

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